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FM SECSTATE WASHDC

TO AMEMBASSY KIGALI IMMEDIATE

AMEMBASSY ADDIS ABABA IMMEDIATE

AMEMBASSY BUJUMBURA IMMEDIATE

AMEMBASSY NAIROBI IMMEDIATE

UNCLAS STATE 335773

AIDAC, ABBIC ABABA FOR CPERCIEY; NAIROBI FOR REDSO/ESA

E.O. 12356: N/A

TAGS:

SUBJECT: ADMINISTRATOR ATWOOD'S MEETING WITH RWANDAN VICE
PRESIDENT PAUL KAGAME

1. SUMMARY. IN USAID ADMINISTRATOR ATWOOD'S MEETING WITH
KAGAME DECEMBER 12, 1994, KAGAME DESCRIBED THE GOR'S NEED
FOR ASSISTANCE TO REBUILD RWANDA AND EXPRESSED HIS
FRUSTRATION AT WHAT HE CONSIDERED SLOW DONOR RESPONSE.
THE ADMINISTRATOR STRONGLY ASSURED KAGAME THAT THE USG WAS
COMMITTED TO HELPING THE GOR IN ITS EFFORTS TO REBUILD

RWANDA. USG WANTS TO ASSIST PARTICULARLY IN EFFORTS TO
MAKE THE ARUSHA ACCORDS MEANINGFUL, AND TO HELP THE GOR
GET THE GOVERNMENT SERVICES RUNNING, WITH EMPHASIS ON THE
JUSTICE SYSTEM AND THE ADJUDICATION OF PROPERTY DISPUTES.
THE GOR DELEGATION MIMICRED THE SAME CONFUSION WE ARE
HEARING FROM THE FIELD ABOUT THE DOCUMENTATION WHICH THE
GOR MUST SUPPLY IN ORDER TO GET THE MONEY FOR THE ARREARS
CONTRIBUTION FLOWING. THIS IS A SERIOUS MATTER WHICH
ACQUIRES URGENT FIELD ACTION. END SUMMARY.

2. VICE PRESIDENT KAGAME IS IN WASHINGTON AT THE
INVITATION OF THE DEPARTMENT OF DEFENSE. HE WAS
ACCOMPANIED BY THE MINISTER OF HEALTH, JOSEPH KAREHERA;
THE CHARGE D'AFFAIRES OF THE EMBASSY OF RWANDA, JOSEPH

MUTABOBA; THE FORMER RPF REPRESENTATIVE IN WASHINGTON,
CHARLES MURIGAMBE; AND THE COUNSELOR TO THE MINISTER OF
DEFENSE, MAJOR FRANK RUSAGARA; ASSISTANT TO THE VICE
PRESIDENT, BR. EMMANUEL BAHIRO; AND PRESIDENTIAL ADVISOR,
DR. RICHARD MASOZERA. IN ADDITION TO ADMINISTRATOR
ATWOOD, USAID WAS REPRESENTED BY ASSISTANT ADMINISTRATOR
FOR AFRICA JOHN NICKS; GLENN SLOCUM, DIRECTOR OF AFR/EA;
LINDA LLOYD, COUNTRY DEVELOPMENT OFFICER FOR RWANDA; AND
BRUCE BENNETT, SPECIAL ASSISTANT TO THE ADMINISTRATOR.
THE STATE DEPARTMENT WAS REPRESENTED BY AMBASSADOR ARIENE
RENOER, DIRECTOR, AF/C, AND RWANDA DEPT OFFICER KEVIN
AUSTON. ODO WAS REPRESENTED BY VINCENT KERN, DIRECTOR OF
THE AFRICA REGION, AND COL. MICHAEL BERAUD

2. THE ADMINISTRATOR OPENED THE MEETING BY WELCOMING THE
RWANDAN DELEGATION, TAKING THE OCCASION TO EXPRESS THE
AGENCY'S APPRECIATION TO MAJOR FRANK RUSAGARA FOR HIS
ASSISTANCE TO THE AMERICAN NGOS IN RWANDA. THE
ADMINISTRATOR THEN ASKED VICE PRESIDENT KAGAME TO DESCRIBE

HIS PLANS TO REBUILD RWANDA. KAGAME REPLIED THAT HE WANTS
PRACTICAL ASSISTANCE FROM DONORS, BUT HE CONSIDERS THE
ASSISTANCE IS NOT ARRIVING IN THE LEVELS AND WITH THE
AGENCY WHICH THE WAR-DEVASTATED COUNTRY DESPERATELY
REQUIRES. HE SAID THE GOR UNDERSTANDS AND ACCEPTS THE
CONDITIONALITY THAT THE USG ACQUIRES UNIMPEDED ACCESS FOR
UNAMIR AND HUMAN RIGHTS MONITORS AND THE NAMING OF A
HUMAN-RIGHTS POINT PERSON WITHIN THE GOR. BUT ARGUED THAT
CONDITIONS OF ACCOUNTABILITY HAVE LITTLE MEANING UNTIL
THERE IS SOMETHING TO ACCOUNT FOR. THE GOR MUST HAVE THE
MEANS FOR WHICH TO BE HELD ACCOUNTABLE, HE ARGUED. NOTE
KAGAME'S APPARENT ACCEPTANCE OF CONDITIONS IS AT VARIANCE
WITH INFO PROVIDED IN GOLDEN E-MAIL 12/13)

4. THE ADMINISTRATOR INFORMED THE V.P. THAT THE USG IS
CONTRIBUTING OBLG 2.5 MILLION (FROM ESF) TO THE WORLD-BANK
ARREARS CLEARANCE AND ALSO PLANS TO HELP VARIOUS KEY
MINISTRIES, WITH PARTICULAR EMPHASIS ON THE ADMINISTRATION
OF JUSTICE AND RESOLUTION OF PROPERTY DISPUTES. AA/AFR
NICKS DESCRIBED IN SOME DETAIL THE KINDS OF ASSISTANCE
WHICH THE USG IS PLANNING IN CONSULTATION WITH RWANDAN
OFFICIALS IN KIGALI FOR THE VARIOUS KEY MINISTRIES AND THE
NATIONAL ASSEMBLY. HE ALSO REITERATED THAT THE OBLG 12
MILLION TOTAL PACKAGE TO RWANDA WILL BE FLOWING VERY
QUICKLY. THE ESF FOR ARREARS CLEARANCE CAN BE TRANSFERRED
TO THE WORLD BANK AS SOON AS THE REQUIRED DOCUMENTATION
(SEE PARA 5, BELOW) IS FORTHCOMING FROM THE GOR. THE

PROCESS OF PROVIDING ASSISTANCE TO KEY MINISTRIES AND THE
NATIONAL ASSEMBLY HAS BEGUN. LAST WEEK USAID DIRECTOR
GOLDEN AND REDSO/ESA PERSONNEL VISITED KIGALI AND GATHERED
THE BASIC INFORMATION NEEDED TO AMEND THE PROJECT PAPERS

AND DEFINE THE SPECIFICS. THE NEXT STEP IS TO PREPARE
COMMITMENT DOCUMENTS AND PLACE ORDERS. BEFORE THE END OF
JANUARY THIS ASSISTANCE SHOULD BE ARRIVING. FURTHERMORE,
A UM ASSESSMENT TEAM TO WHICH WE CONTRIBUTED TWO MEMBERS
IS PROPOSING BOTH SHORT-TERM AND LONG-TERM ACTIVITIES TO
RE-ESTABLISH THE ADMINISTRATION OF JUSTICE IN RWANDA.

5. MR. SLOCUM THEN MENTIONED THAT THE USG NEEDS SEVERAL
DOCUMENTS FROM THE GOR IN ORDER TO EFFECT THE ARREARAGE
PAYMENT. THESE DOCUMENTS ARE: THE DELEGATION OF AUTHORITY
TO THE EMBASSY OF RWANDA IN WASHINGTON TO SIGN THE PROAG
WHICH OBLIGATES THE FUNDS (AND SUBSEQUENT SIGNING OF THE
PROAG); A STATEMENT FROM GOR STATING THAT THE GOR
DELEGATIONS OF AUTHORITY ARE LEGALLY BINDING ACCORDING TO
GOR LAW; A LETTER OF REQUEST ("FINANCING REQUEST") FROM
THE GOR; AND A LETTER IS PROVIDING, TO THE SATISFACTION OF
USAID, THE GOR WILL PERMIT UNIMPEDED ACCESS FOR UNAMIR
PERSONNEL AND HUMAN RIGHTS MONITORS THROUGHOUT RWANDA AND
ESTABLISH A HUMAN RIGHT POINT PERSON WITHIN THE GOR.

6. V.P. KAGAME STATED THAT THE NEEDS OF RWANDA ARE
GREATER THAN EVER AND DONOR ASSISTANCE IS CRUCIAL.
ADMINISTRATOR ATWOOD AGREED, STATING THAT ASSISTANCE TO
THE GOR TO IMPLEMENT THE ARUSHA ACCORDS IS CRITICAL FOR
RWANDA'S LONG-TERM PROSPECTS. HE REPEATED THAT USAID IS

INTERESTED IN ASSISTING RWANDA RE-ESTABLISH A MEANINGFUL
SYSTEM OF JUSTICE, INCLUDING APPROPRIATE MECHANISMS TO
RESOLVE PROPERTY DISPUTES. THE ADMINISTRATOR ALSO
MENTIONED THAT THE GOR SHOULD ALLOW MORE TIME TO SET UP
WAY STATIONS BEFORE DISBANDING THE INTERNAL DISPLACED
PERSONS (IDP) CAMPS. THE VP RESPONDED THAT THE GOR WOULD
WORK WITH DONORS ON THIS EFFORT.

7. THE ADMINISTRATOR THEN TALKED ABOUT THE SECURITY

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ISSUES IN THE CAMPS OUTSIDE RWANDA, AND THE CONCERN OF THE
INTERNATIONAL COMMUNITY OVER THE REPORTS OF FOOD
DIVERSIONS BEING USED TO FUND ARMS PURCHASES BY THE
MILITIA. HE INDICATED THAT THE DONOR COMMUNITY WAS TAKING
ACTION TO RESOLVE THIS PROBLEM.

8. THE VICE PRESIDENT THEN ASKED THE CHARGE D'AFFAIRES
FROM THE RWANDAN EMBASSY TO MAKE A FEW COMMENTS. MR.
MUTABOBA EXPRESSED HIS FRUSTRATION WITH THE SLOWNESS OF
OUR SYSTEM AND DOUBTED THAT FUNDS FOR THE ARREARS PAYMENT
WOULD BE IN PLACE BEFORE MARCH. HE WAS QUICKLY ASSURED
THAT THE ONLY STEPS NEEDED NOW BEFORE RELEASING THE FUNDS
TO THE WORLD BANK ARE THE DOCUMENTS LISTED IN PARA. 5,
ABOVE. ONCE USAID HAS RECEIVED THESE DOCUMENTS FROM THE
GBR, IT WOULD BE JUST A FEW DAYS. THE CHARGE THEN WENT ON
TO EXPRESS HIS DISSATISFACTION WITH WHAT HE CONSIDERED THE \$D

LEVEL -- DOLS 12 MILLION -- OF USG ASSISTANCE. HE WAS QUICKLY
REMINDED THAT THE USG HAS, SINCE THE OUTBREAK OF THE
CRISIS LAST APRIL, PROVIDED MORE THAN DOLS 250 MILLION IN

EMERGENCY ASSISTANCE TO RWANDA. IT APPEARED THAT THE GOR
DELEGATION WAS UNIMPRESSED WITH THE CITATION OF THE DOLS
250 MILLION HUMANITARIAN-ASSISTANCE FIGURE, PROBABLY
BECAUSE IT HAS GONE LARGELY TO THE LOSERS OF THE CIVIL WAR
(I.E., "THE OTHER SIDE").

9. COMMENT: THE MEETING WAS SOMBER, WITH AT TIMES THE TWO
SIDES SPEAKING PAST EACH OTHER. IT WAS CLEAR THAT THE GOR
WAS NOT GETTING THE MESSAGE CLEARLY THAT THE DOCUMENTATION
REQUIREMENTS FROM ITS SIDE ARE ALL THAT IS LEFT TO
DISBURSE THE ESF CONTRIBUTION TO CLEARING UP THE WORLD
BANK ARREARS. WE KNOW FROM COMMUNICATIONS WITH EMBASSY
HIGAL THAT THE GOR HAS NOT YET SORTED OUT ITS
RESPONSIBILITIES AND AUTHORITIES AS WELL.

10. MINIMIZE CONSIDERED.
CHRISTOPHER

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